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by

Naasson Nsabimana

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INTERNATIONAL CONFERENCE ON POPULAR PARTICIPATION IN THE RECOVERY AND DEVELOPMENT PROCESS IN AFRICA

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FOREWORD

At the request of the United Nations Economic Commission for Africa, a study on popular participation in Rwanda was conducted for the International Conference on Popular Participation in the Recovery and Development Process in Africa. Following is a presentation of the findings of the study.

After a brief review of the economic situation of Rwanda, popular participation activities in the Republic of Rwanda are discussed, giving the reader the opportunity to assess, on his own, the major contribution of Umuganda to national development.

Our sincere thanks go to the Ministry of Interior and Community Development, the Ministry of Planning and the MRND for providing us with many of their documents.

NSABIMANA Naason

I. INTRODUCTION

Rwanda is situated to the north of Burundi, to the west of Tanzania, to the south of Uganda and to the east of Zaire. It has a total area of 26,338 km².

The country has a tropical climate with two alternating rainy seasons and two dry seasons. Its particularly mountainous relief has earned it the name "Country of a thousand hills" while the mild weather and beautiful landscape has made it "the country of eternal spring".

Rwanda is a member of several international, continental and subregional organizations including the Economic Community of the Great Lakes countries (CEPGL), the Organization for the Development of the Kagera Basin (OBK), the Preferential Trade Area (PTA), the Economic Community of Central African States (ECCAS) and many others.

II. ECONOMIC PROBLEMS OF RWANDA

A. Structure of the economy of Rwanda

Rwanda is classified among the poorest nations in the world. Its per capita income of $US 280 in 1985 was the nineteenth lowest in the group of low-income countries. It is, however, considered to be one of the few sub-Saharan African countries that would attain good self-sufficiency.

Since independence in 1962, Rwanda has experienced a gradual diversification of its economy. The importance of the primary sector in development has declined from year to year in favour of the secondary and tertiary sectors.

1. Constraints

Rwanda faces by several problems, both structural and economic, which exert tremendous impact on the national economy. These are:

- Unpredictable climate;
- Dependence on the outside world;
- The fact of being geographically landlocked;
- Limited natural resource endowment;
- Exiguous land surface and demographic pressure.

(a) Climate

As an essentially agricultural country, Rwanda is heavily dependent on climatic conditions. Protracted droughts, overabundant rainfall or endemic plant diseases, frequently provoke famine in many of its regions.

(b) Dependence on the outside world

This is a factor which substantially influences the economy of Rwanda. In fact, duties and taxes on external trade account for more than 40 per cent of the general revenue of the State. Consequently, the financing of State activities is seriously affected by currency fluctuations in the countries of

the trading partners. Moreover, Rwanda has a single export product: namely coffee, whose world price has continued to slide in recent years, exposing the country to external factors beyond its control.

(c) The fact of being geographically landlocked

The Indian Ocean ports, nearest to the country are located at more than 1,700 km away. This entails substantial transport costs both for imports and for exports and puts the country at the mercy of the socio-political environment in the transit countries.

(d) Natural resources

The known mineral and geological resources of the country are limited to a few very low-capacity deposits of cassiterite, wolfram, colombo-tentative, amblygonite and gold. There are natural gas and peat deposits which can also be exploited, but the country does not as yet have the necessary technological skill to exploit them profitably. The country also has a high potential for water resource exploitation, because of the vast hydrographic network, but such exploitation would require substantial investments.

(e) High population density

Rwanda no doubt has the highest population density in Africa, with an average of more than 230 inhabitants per km^2. Current population growth rate is about 3.7 per cent. This has led to an increasing shortage of arable land for the total population which is nearing 7 million.

2. Economic sectors

1. Primary sector:

(a) Agriculture

More than 90 per cent of the economically active population are engaged in agriculture, which understandably, is of capital importance to Rwanda. The agricultural sector accounts for about 40 per cent of GDP.

(b) Mining

This activity sector accounts for only a small proportion of the overall economy of Rwanda, namely an average of less than 1 per cent of GDP. There has been a decline in mining activities particularly because of the fall in the price of mineral resources on the international market.

2. The secondary sector

This sector includes the energy, water, construction and public works enterprises sectors as well as manufacturing industries.

The production and importation of electrical energy has increased substantially since independence to meet the ever-increasing demand brought about

by industrial development, rapid urbanization and the government policy to intensify the provision of electricity in all the development poles in the country.

Access to drinking water for the entire population in both urban and rural areas is one of the priorities of the second Republic. Efforts are, therefore, made each year to provide sources of safe drinking water.

The expansion of private construction enterprises in the country before 1981 has markedly slowed down as a result of the housing crisis. The Government is making increased effort in urban and rural development and in the improvement and extension of the road network.

Industrial development in Rwanda is relatively slow as this sector had been neglected for a long time in the years before independence. Although there has been a persistent progression in the rate of industrialization since independence, many problems remain including:

(a) Shortage of qualified personnel particularly at the level of planning, execution and management of industrial projects;

(b) Smallness of the market and low purchasing power of the population which limit investment possibilities;

(c) Difficulties in obtaining local raw materials and the high raw material and imported equipment cost.

3. The tertiary sector

This sector comprises all services, namely trading, restaurants, hotels, transport, communications, banks, insurance, private non-profit administrations and institutions.

The tertiary sector comes directly after the primary sector in order of importance in the formation of gross domestic product.

Rwanda also has a very high tourist potential, with the tourism sector constituting one of the main axes of development of the country. National and foreign investors alike are increasingly becoming interested in the sector. A master plan for tourism development has already been developed by the Department of Tourism and National Parks of Rwanda (OKAPN) and promotional activities are being considered within the relevant departments.

B. National development policy

Since the institution of the second Republic in 1973, Rwanda has adopted a policy of self reliant development which gives priority to the efforts of its people. Thus activities are concentrated on the rural areas, and the commune has become the basic unit of development.

The Mouvement révolutionnaire national pour le développement (MRND) (the Revolutionary Movement for National Development), founded by President Juvénal

Habyarimana in 1975, is the national political party and the prime mover in development and serves as the rallying body for all Rwandese men and women.

III. OBJECTIVE OF THE PAPER

The objectives of this paper are two-fold:

1. To present an analysis of the reality of popular participation in Rwanda; and

2. To define, on the basis of case studies, some obstacles to popular participation and propose appropriate solutions.

IV. WORKING HYPOTHESIS

Popular participation in Rwanda plays a major role in economic development by making up for the shortage of public funding in certain activity sectors.

V. POPULAR PARTICIPATION IN RWANDA

A. Definition of popular participation in Rwanda

There are various forms of participation in Rwanda, involving the entire population or part of it. The operational areas and objectives are, generally, varied, but all are somehow related to improvement of the welfare of the people.

The various types of groupings are:

(a) Popular associations (youth, women, tontines, savings groups, etc.) which group together a certain category of people on the basis of common objectives, belonging to the same social category or even the same administrative entity, etc.

(b) Co-operative groupings;

(c) Community work groups, etc.

For the purposes of this paper, the expression popular participation will refer to community work involving the entire nation and which has the following characteristics:

(a) Non-discrimination in initiative and action;

(b) Non-discrimination in participation in activities or in enjoyment of the well-being generated thereby.

On the basis of this definition, the activities considered as popular participation activities at national level will be limited to community development activities also referred to as UMUGANDA.

B. Background and objectives of UMUGANDA community development activities

Solidarity and community work has always been part of Rwanda's culture and tradition. People called on their friends, relatives and neighbours whenever they needed a helping hand to carry out heavy or difficult tasks such as building a house, weeding and ploughing the farm, harvesting, etc. In the case of building a house, the helpers brought wood which was referred to as UMUGANDA because, by extension, the word can also mean any contribution made towards the execution of any kind of manual work (earth moving, etc.).

However, these good habits have been gradually disappearing for the following main reasons:

(a) The introduction of money in economic activities, leading to a reduction in the social dependence on one another;

(b) The emergence of new activities, resulting in emigration towards the urban centres and thus limiting the number of people physically available for communal activities;

(c) An educational system which, for a long times, has marginalized manual labour;

(d) Finally serfdom, the system of forced labour, also called "ubuhake" which was introduced by the feudal colonial system and which has given rise to certain upheavals in social behaviour.

It was not until the second Republic that respectability was restored to manual labour and was even advocated by the Head of State, Major-General Juvénal Habyarimana, President of the Republic and Chairman-Founder of the Mouvement révolutionnaire national pour le développement (MRND), as an essential factor in the participation of all the people of Rwanda in the country's self-reliant development. In his speech delivered on the occasion of his meeting with the people of the prefecture of Kigali and at the end of his general tour of the country in 1975; he stated that

> "Since man was the principal actor and beneficiary of development, it was obvious that the essential condition for Rwanda to develop was for the people to take their destiny in hand. It was with this aim that the Government had decided to give priority to mobilization of the masses. One of the very first actions undertaken in this connection was to enhance the value of work, particularly manual work, without which any progress would be difficult. Respectability was restored to manual labour the day the Committee for Peace and National Unity institutionalized community development activities Umuganda.

Community development activities, also referred to as Umuganda were launched by the President of the Republic himself on 2 February 1974. It has three main objectives namely:

(a) To restore respectability to manual labour;

(b) To complement insufficient public funds;

(c) Introduce and sensitize the people of Rwanda to communal work.

C. Presentation of the results and evaluation of Umuganda

I. Practice, organization and operational areas of Umuganda

(1) Participation

Participation in Umuganda community development activities is open to all Rwandese of working age. This includes: non-salaried workers (peasants, artisans, etc.), salaried employees (staff of the public and private sectors), own-account workers (traders, etc.), religious workers, students (secondary school and university teachers).

Community development work is carried out once a week by all the various social groups:

(a) For the rural non-salaried workers, Umuganda takes place on Tuesday for men and the youth (boys and girls) and on Thursdays for women;

(b) Salaried workers meet every Saturday throughout the country to undertake Umuganda;

(c) For self-employed traders, the day for Umuganda is determined by common agreement with the MRND official in their commune;

(d) Religious workers in the parishes join other militants in their communes during Umuganda activities there;

(e) Students also contribute to national development by devoting two hours a week to Umuganda.

(2) Organization of Umuganda

As a result of the major leadership role that the MRND has its officials, at all levels, contribute substantially to education on Umuganda and the programming of its activities. However, to ensure systematic follow-up of activities, certain officials are normally designated to assume overall responsibility.

(a) At the national level

In 1984, the Ministry of Interior and Community Development took over from the Ministry of Planning, which had been responsible for the follow-up of Umuganda since 1974. The Ministries are normally assisted by committees or commissions playing the role of advisory bodies on Umuganda. One such committee is the committee for organization and co-ordination of Umuganda which consists of the Ministry of Planning as chairman, the Ministry of Public works, the Ministry of Agriculture and Animal Husbandry and the Administrator of the Kigali prefecture. This committee was replaced on 12 November 1982 by the National

Commission on Umuganda, set up by the central committee of the MRND with a view to strengthening Umuganda activities. The composition of this commission is as follows:

1. The Secretary-General of MRND as Chairman;
2. The official-in-charge of the Ministry of Planning cell;
3. The official-in-charge of the Ministry of Public Works cell;
4. The official-in-charge of the Ministry of Agriculture and Animal Husbandry cell;
5. The official-in-charge of the Ministry of Interior cell;
6. The official in charge of the Public Administration cell;
7. The Vice-Chairman of the National Development Council (CND);
8. The Secretary of the Chamber of Commerce and Industry of Rwanda.

The Commission is responsible for studying and planning Umuganda activities at national level and ensuring their follow-up and evaluation.

However, since this Commission cannot serve the entire country at the same time, local committees have been set within the prefectures and communes.

(b) At the prefectural level

The prefectural Commission responsible for Umuganda plans and supervises Umuganda activities throughout the prefecture. It is assisted by the communal Umuganda commissions and is chaired by the MRND official in the prefecture, who is at the same the administrator of the prefecture. Other members of the Commission are appointed by the prefectural committee.

(c) At the communal level

Each commune has a commission on Umuganda which plans and supervises sectoral and cell activities within this jurisdiction. The MRND official who is also co-ordinator of Umuganda activities is assisted by the sectoral committee. Similarly, the leader of the cell (which is an administrative subdivision of the commune and the cell committee co-ordinate Umuganda at their level. It is this committee that collects proposals from the general public and on the basis of these, draws up a plan of activities to be undertaken within the framework of Umuganda.

3. Umuganda activities

A substantial number of development projects included in the National Development Plans are implemented within the framework of Umuganda. These include projects developed from the annual themes proposed in the President's New Year message, projects launched or inaugurated each year especially during the projects week, as well as various other projects implemented by non-governmental and local organizations, etc., throughout the country.

The contribution of Umuganda to the implementation of the National Plan can be classified into three categories:

(a) Construction and maintenance of administrative or public buildings and the supply of drinking water. This covers school buildings, health centres, administrative buildings (offices of the sub-prefecture, communal and sector offices), community development centres. Also coming under this category of activities are the supply of drinking water and maintenance of water pipes, clearing of sports fields, installation of telephones and electricity supply;

(b) Construction of new roads and maintenance of existing ones;

(c) Erosion control and agricultural activities, especially cultivation of high-yield seeds and use of modern compositing, planting of trees and other food or industrial crops and improvement of animal husbandry.

Since the beginning of the second Republic, the Head of State selects one development topic each year, which becomes the focus of Umuganda community development activities.

Agriculture, higher productivity, education on the ideals of the MRND, housing, livestock breeding, education, soil improvement, drinking water, erosion control, increased production through the use of fertilizers, formation of associations, etc. have each been selected as the topic of the year in turn.

Several communal projects are also carried out under Umuganda as are State projects implemented nationwide.

2. Basis of evaluation of Umuganda

In order to determine the value of work done through Umuganda, a common basis of calculation was adopted, based on the cost of similar work on the market.

Below is a detailed list of the figures used (in Rwanda francs):

1. Agriculture

First ploughing	:	F 10,000/ha
Second ploughing	:	F 40,000/ha
Sowing	:	F 10,000/ha
Weeding	:	F 20,000/ha
Mulching of coffee trees	:	F 25,000/ha
Harvesting	:	F 10,000/ha
Harvesting of coffee	:	F 15,000/ha

2. Tree planting

Filling of sacks	:	F 0.5/full sacks
Clearing of brushwood	:	F 5,000/ha
Marking out of anti-erosion ditches	:	F 2,000/ha
Measuring of holes	:	F 5,000/ha
Digging out of holes	:	F 25,000/ha
Digging out of anti-erosion ditches	:	F 15,000/ha
Transporting of plants	:	F 5,000/ha

Bedding out of plants	:	F 12.000/ha
First maintenance	:	F 20.000/ha
Termites control	:	F 6.000/ha
Replacement of damaged plants	:	F 2.500/ha
Maintenance up to 2 years	:	F 30.000/ha
Maintenance after 2 years	:	F 10,000/ha

3. Erosion control

Anti-erosion ditches	:	F 10,000/ha
Planting of soil-retension plants	:	F 2,500/ha
Planting of fodder plants	:	F 60.000/ha
Maintenance of anti-erosion ditches	:	F 2,500/ha
Marking trees (anti-erosion ditches	:	F 1.000/ha
(in forests and pastures)	:	F 25.000/ha

4. Animal husbandry

Digging of fish ponds	:	F 25.000/ha
Other work relating to livestock breeding for half-day of manual work per person	:	F 50

5. Roads

Small access roads	:	F 50,000/km
Minor road maintenance	:	F 10,000/km

6. Drinking water in rural areas

Digging of trenches	:	Based on quotation
Development of water sources	:	F 50 for each person who participated in Umuganda

7. Construction

Construction work charged on the basis of quotation	:	The share of Umuganda is estimated on the basis of the quotation
The contribution of the mason who participates in the building is estimated at	:	F 200/day.

8. Miscellaneous

Digging of public toilets	:	F 400/pit one metre deep and one metre wide

Brick making	:	The cost of one brick is calculated on the basis of the current price in the region where it was produced.
Other work	:	F 50 per person per day for a whole day's work

3. Results of Umuganda

Popular participation through Umuganda has enabled Rwanda to make a big step forward in its march towards development. The contribution of Umuganda, according to available statistics for the period 1974 to 1987, that is over a period of 14 years, is estimated to be FRw 12.8 billion out of a total estimated overall cost of projects implemented of FRw 16.25 billion (see tables 1 and 2).

In assessing the total value of Umuganda activities, it is difficult to give any precise figures because of its broad socio-cultural aspects, such as the restoration of respectability to manual labour, which was immediately accepted by the Rwandese, improvement of the relationship between leaders and the people through the new mutual appreciation gained during community development work and which has promoted mutual understanding and increased production. Finally, Umuganda has succeeded in reviving the age-old spirit of solidarity and mutual help among Rwandese and is contributing to the strengthening of national peace and unity.

Thanks to the efforts of the people, Rwanda makes savings of about FRw 1 billion each year. This is not inconsiderable for a country with limited financial resources.

Following is an overview in figures, of the share of Umuganda in the various activities in which it is employed.

1. Agriculture (see table 3)

Nearly 95 per cent of the economically active population are engaged in agriculture. As far as Umuganda is concerned it is clear that the sector has been accorded the attention that it deserves.

As food self-sufficiency is one of the key policy objectives of the second Republic, 5,087,309 ha of food crops have been cultivated through Umuganda as well as 3,096,775 ha of cash crops (coffee, tea, pyrethrum, etc.).

Overall, popular participation accounts for 96.07 per cent of the value of all activities undertaken in the agricultural sector during the period considered, representing an amount of FRw 454,842,463 out of an overall estimate of FRw 473,430,502. Other non-manual contributions (gifts, dues and contribution to the communal budget) account for only 3.93 per cent or FRw 18,588,039.

3. Erosion control, planting and maintenance of trees (see table 4)

The target of food self-sufficiency cannot be attained so long as our soils continue to deteriorate, and the domestic requirement of firewood increases. Effective contribution has been made through Umuganda towards soil protection and reafforestation of many areas. In this regard, 479,494,898 km of anti-erosion ditches have been dug by the people through community work. Trees have been planted over an area of 31,797.711 ha. Overall, popular participation accounts for more than 96.7 per cent of all soil protection and reafforestation work (representing an amount of Frw 7,467,510,770). Other contributions are estimated at Frw 262, 934,344, or 3.3 per cent of the total.

3. Drinking water (see table 5)

Forty thousand and sixty water holes have been dug mainly through popular participation, and 5,503,335 km of water pipes laid. The cost of these projects is estimated at Frw 882,549,035 of which popular participation accounted for Frw 320,363,727 or 36.3 per cent of the total.

4. Animal husbandry (see table 6)

As the land became increasingly arid, available pastures for the livestock diminished. It, therefore, becomes necessary to review breeding methods in order to adapt them to the new constraints and also to increase yields. Umuganda has played a primary role in the reform of traditional breeding methods. The people cultivated 612.253 ha of fodder crop and built 482 spraying corridors as well as 578 model stables and 890 drinking troughs. In addition, 524.63 ha of fish farms have also been developed. The share of popular participation in animal husbandry activities estimated at a total value of Frw 165,831,894 is Frw 137,985,253 or 83.2 per cent. The remainder of the cost is accounted for by other contributions and communal participation.

5. Construction (see tables 7a and 7b)

The contribution of popular participation in this area is quite remarkable. During the period considered, it was possible, through Umuganda to construct 126 communal offices, 1,521 sector offices, 130 community development and continuing training centres (CCDCF), 139 social development centres (CSD), 9,454 primary schools, 519 school workshops, 209 rural education and integrated handicrafts centres (CERAI), 277 health centres, etc.

Umuganda accounted for Frw 1,748,366,721 or 42.7 per cent of the total value of all construction work valued at Frw 4,090,358,741.

6. Roads (table 8)

Thanks to popular participation and community development activities under Umuganda, Rwanda can claim to be one of the first countries in Africa to have an excellent road network.

Table 1 : Total value of projects implemented during the period 1974-1987 with the intervention of Unuganda popular participation (in M10 of FRw)

Prefecture	Agri-culture	Erosion control forestry	Drinking water	Roads projects	Animal husbandry	Construction work	Total
1. Kigali	70.27	640.75	46.54	224.67	8.81	628.51	1 619.55
2. Gitarama	46.74	604.86	98.92	400.31	38.80	520.22	1 709.85
3. Butare	108.50	927.66	292.45	340.73	30.44	694.67	2 394.45
4. Gikongoro	28.81	968.26	39.55	356.72	14.17	355.90	1 763.41
5. Cyangugu	8.59	519.10	44.08	184.56	4.05	153.96	914.34
6. Kibuye	58.31	739.27	103.92	167.10	7.51	409.48	1 485.59
7. Gisenyi	25.42	601.84	66.63	129.19	4.37	381.71	309.16
8. Ruhengeri	23.74	846.73	71.43	199.90	2.95	270.29	1 415.04
9. Byumba	51.28	1 129.86	62.20	395.59	24.44	420.89	2 084.26
10.Kibungo	51.78	1 048.04	56.83	209.95	30.30	254.81	1 651.71
Total	**473.44**	**8 026.37**	**882.55**	**2 608.72**	**165.84**	**4 090.44**	**16 847.36**

Table 2 : The share of Umuganda in the major projects in which it was employed (in M10 of FRw) (1974-1987)

Prefecture	Agri-culture	Ersion control forestry	Drinking water	Roads projects	Animal husbandry	Construction work	Total
1. Kigali	69.56	619.00	14.22	215.62	7.23	266.55	1 198.18
2. Gitarama	45.64	579.14	42.16	386.11	34.58	228.97	1 316.60
3. Butare	101.35	871.04	70.79	320.41	20.01	242.01	1 625.61
4. Gikongoro	28.35	919.23	27.62	324.41	11.81	124.64	1 436.06
5. Cyangugu	8.59	518.64	19.96	183.97	1.65	57.86	790.67
6. Kibuye	53.80	696.08	29.80	158.44	5.5	173.61	1 117.23
7. Gisenyi	25.10	599.34	41.41	126.25	2.74	244.53	1 039.37
8. Ruhengeri	23.57	840.12	39.07	164.38	2.62	196.51	1 266.27
9. Byumba	50.00	1 021.39	27.98	352.03	23.29	139.00	1 613.69
10.Kibungo	48.91	1 043.49	7.36	200.67	28.57	74.94	1 403.94
Total	**454.87**	**7 707.47**	**320.37**	**2 438.29**	**138.00**	**1 748.62**	**12 801.62**

Table 3: Agriculture (1974-1987)

	Prefecture	Food crops (ha)	Cash crops (ha)	Share of Umuganda (in FRW)	Other contribution (dues, contribution to communal budget)	Total
1.	Kigali	762.26	277.35	69 556 160	716 980	70 273 140
2.	Gitarama	492.64	434.936	45 637 135	1 102 887	46 740 002
3.	Butare	781.182	200.868	101 349 633	7 147 803	108 497 436
4.	Gikongoro	222.06	134.75	28 349 636	453 700	28 803 336
5.	Cyangugu	76.93	56.72	8 582 219	2 150	8 584 369
6.	Kibuye	326.67	210.652	53 792 853	4 512 269	58 305 122
7.	Gisenyi	259.23	1 038.41	25 097 106	326 000	25 423 106
8.	Ruhengeri	514.466	7.469	23 567 143	177 450	23 744 593
9.	Byumba	1 109.091	445.82	50 003 714	1 276 820	51 280 534
10.	Kibungo	542.78	289.80	48 906 864	2 871 980	51 778 844
	Total	**5 087.309**	**3 096.775**	**454 842 463**	**18 588 039**	**473 430 502**

Table 4: Erosion control, ploughing and maintenance of trees (1974-1987)...

Prefecture/ Projects		Anti-erosion ditches	Forests (ha)	Share of Umuganda (dues, (FRw)	Other contributions gifts) in FRw	Total
1.	Kigali	47 852.21	2 457.48	619 057 372	21 736 980	640 774 352
2.	Gitarama	36 901.093	1 873.024	579 132 593	25 733 568	604 866 161
3.	Butare	51 661.871	2 610.511	871 039 667	56 688 712	927 668 379
4.	Gikongoro	44 305.509	4 263.17	919 221 362	49 031 860	968 253 222
5.	Cyangugu	43 762.7	1 171.84	518 641 427	462 780	519 104 207
6.	Kibuye	34 363.098	3 832.688	696 085 827	43 184 945	739 270 772
7.	Gisenyi	45 032.27	2 265.65	599 349 323	2 491 640	601 840 963
8.	Ruhengeri	58 136.936	2 901.476	840 123 865	6 604 850	846 728 715
9.	Byumba	59 790.59	4 262.012	1 021 389 290	51 901 103	1 073 290 393
10.	Kibungo	57 688.621	6 159.86	1 043 490 050	4 547 805	1 048 037 855
	Total	**479 494.898**	**31 797.711**	**7 707 510 776**	**262 324 243**	**7 969 835 019**

Table 5 : Rural water supply (1974-1977)

Prefectur/ Projects		Water supply sources (units)	Water pipes (km)	Share of Umuganda (FRw)	Other contributions (dues, gifts)	Total
1.	Kigali	1 172	118.02	14 218 531	32 315 616	46 534 147
2.	Gitarama	12 581	246.811	42 160 238	56 756 796	98 917 034
3.	Butare	4 975	175.622	70 792 371	221 652 316	292 444 687
4.	Gikongoro	4 938	3 250.62	27 613 250	11 937 463	39 550 713
5.	Cyangugu	1 738	78.411	19 959 840	24 123 910	44 083 750
6.	Kibuye	3 749	472.356	29 798 564	74 117 583	103 916 147
7.	Gisenyi	2 504	366.81	41 408 303	25 219 730	66 628 033
8.	Ruhengeri	3 965	434.646	39 073 122	32 358 988	71 432 110
9.	Byumba	2 853	299.389	27 983 025	34 219 228	62 202 253
10.	Kibungo	1 585	60.65	7 356 483	49 473 678	56 830 161
	Total	**40 060**	**5 503.335**	**320 363 727**	**562 175 308**	**882 539 035**

Table 6: Animal husbandry (period 1974-1987)

Prefecture	Fodder plants (ha)	Spraying corridors	Stables	Cultivated pastures (ha)	Drinking troughs	Fish ponds (ha)	Share of Umuganda (FRw)	Other contributions (FRw)	Total
1. Kigali	68.12	53	47	1	40	29.12	7 228 865	1 580 535	8 809 400
2. Gitarama	60.99	26	16	33.76	34	33.36	34 581 924	4 214 060	38 795 984
3. Butare	195.783	30	21	-	152	248.44	20 005 328	10 436 662	30 441 990
4. Gikongoro	24.2	92	20	76.9	35	51.47	11 813 490	2 357 580	14 171 070
5. Cyangugu	7.86	4	10	11	1	5	1 649 350	2 396 515	4 045 865
6. Kibuye	16.70	56	17	1	61	76.01	5 495 470	2 011 655	7 507 125
7. Gisenyi	31.26	39	63	-	26	36.02	2 737 614	1 633 500	4 371 114
8. Ruhengeri	47.63	41	209	929	10	19.65	2 625 604	329 005	2 944 609
9. Byumba	72.8	41	127	35 511.14	199	22.02	23 290 814	1 146 829	24 437 643
10. Kibungo	116.91	100	48	416	332	3.54	28 566 794	1 730 300	30 297 094
Total	**642.253**	**482**	**578**	**36 060.09**	**890**	**524.63**	**137 985 253**	**27 836 641**	**165 821 894**

Table 7a : Construction projects (1974-1987)

Prefecture	Communal offices	Sector offices	CSD offices	CCDFP	Silos	Primary schools	School workshops	CERAI	Health centres	Co-operatives	Staff housing	District courts	Public
[illegible]	11	183	11	22	1	1 215	11	28	30	1	18	-	976
2. Gitarama	15	198	18	22	7	1 243	37	24	37	2	9	1	1 680
3. Butare	20	217	14	16	8	682	67	25	23	-	25	2	643
4. Gikongoro	13	70	31	12	7	722	18	18	15	-	8	2	2 261
5. Cyangugu	9	65	4	1	-	506	43	17	9	-	1	3	280
6. Kibuye	9	144	8	13	8	1 089	46	23	34	1	28	1	1 477
7. Gisenyi	10	156	22	4	5	1 079	21	18	18	3	9	3	1 559
8. Ruhengeri	14	232	11	6	2	1 322	92	-	23	3	13	4	632
9. Byumba	18	233	21	19	7	799	105	33	24	1	14	4	983
10.Kibungo	7	23	1	15	-	797	79	23	13	1	5	-	885
Total	126	1 521	139	130	45	9 454	519	209	227	12	130	20	11 376

Table 7b: Construction: Estimate (1974- 1987)

Prefecture		Share of Umuganda (FRW)	Other contributions (FRW)	Total (FRW)
1.	Kigali	266 555 341	361 947 445	628 502 786
2.	Gitarama	228 972 010	291 251 479	520 223 489
3.	Butare	242 005 654	452 666 313	694 671 967
4.	Gikongoro	124 638 077	231 262 605	355 900 682
5.	Cyangugu	57 865 376	235 869 714	153 966 578
6.	Kibuye	173 609 940	235 869 714	409 479 654
7.	Gisenyi	244 526 619	137 180 436	381 707 055
8.	Ruhengeri	196 508 624	73 688 643	270 197 267
9.	Byumba	138 641 170	282 251 954	420 893 124
10.	Kibungo	74 943 910	179 871 729	254 815 639
	Total	**1 748 266 721**	**2 342 091 520**	**4 090 358 241**

Table 8 : Communications (1974-1987

Prefecture	Roads (km)	Bridges constructed	Share of Umuganda (estimated in FRw)	Other expenditures	Total
1.Kigali	6 778.07	88	202 724 225	9 056 994	211 781 219
2.Gitarama	10 477.24	64	347 556 850	14 203 556	361 760 406
3.Butare	6 785.333	240	305 912 767	20 322 11	386 234 883
4.Gikongoro	9 133.000	430	306 533 023	32 309 816	338 842 839
5.Cyangugu	4 793.121	51	174 475 548	8 660 238	175 068 998
6.Kibuye	4 323.29	136	145 476 360	8 660 238	154 136 598
7.Gisenyi	3 161.680	102	108 378 096	2 944 770	111 322 866
8.Ruhengeri	4 418.584	398	140 163 710	35 524 700	175 688 410
9.Byumba	14 776.799	251	329 184 360	43 553 192	372 737 552
10Kibungo	7 079.825	61	181 097 110	9 271 304	190 368 414
Total	**71 726.942**	**1 821**	**2 241 502.049**	**176 440 136**	**2 417 942 185**

During the period considered, 71,726,942 km of new roads were built and 1,821 bridges constructed. Consequently, the most isolated village can now be reached without difficulty.

Out of a total value of FRw 2,417,942,185 of all road projects undertaken, Umuganda accounts for FRw 2,241,502,049 or 92.7 per cent of the total.

4. The share of Umuganda in gross domestic product (GDP)

The value of popular participation during the period 1984-1987 (see table below) amounted to an average of about 0.9 per cent of total GDP. Its contribution to sectoral GDP where applicable (BPW) is 10.9 per cent on average.

Table 9: Popular participation and GDP (in millions of FRw) during the period 1971-1987

Year	1984	1985	1986	1987
GDP	159 111	173 698	170 339	171 431
BPW	14 201	15 112	11 862	11 942
Umuganda	12 914	14 362	17 899	12 786
Formation of fixed capital	24 662	27 042	26 801	26 942

Source: MINIPLAN, MININTER.

VI. PROBLEMS AND SOLUTIONS

A. Problems

Some obstacles to the development or effectiveness of popular participation have been observed:

In the rural areas

(a) Absence of preliminary studies on the activities to be undertaken by the people leads to a dispersal of efforts and discouragement of the people;

(b) The lack of resources, particularly financial resources, to complete initiated projects such as buildings, etc. generates to a feeling of impotence and dissatisfaction;

In the urban areas

(a) A certain contempt for manual labour was initially observed among a small group of city dwellers and intellectuals who were not accustomed to it;

(b) The private establishments sometimes prefer to pay the equivalent of the participation of their staff in community work, contrary to the philosophy and political objective of Umuganda.

B. Some appropriate solutions

For popular participation to be effective in terms of national development, attention should be paid to the following measures, among others:

- The people themselves should select the priority activities to be undertaken;
- The objectives of population participation per se should be sufficiently explained and the people regularly informed of the results and status of programmes adopted both at local and national levels;
- There should be regular consultation among all the authorities responsible for the organization of popular participation activities and attention paid to co-ordination;
- Popular participation should be regularly evaluated, subjected to constructive criticism by the people and constantly adapted to the development needs and opportunities of the country;
- Emphasis should be placed on the participation of everyone, without discrimination and with the conviction of contributing to the building up of the country and the welfare of all its people.

VII. CONCLUSION

It emerges from the foregoing that the people of Rwanda have been able to participate voluntarily in the building up of the country and in national development through their own effort, and especially through the foresightedness of the President, Major-General Juvénal Habyarimana and the efficient leadership of the MRND.

Umuganda has proved to be a first-class development tool. For Rwanda, popular participation has become a reality. It remains now for improvements and innovations to be made to adapt it to economic and social development of the country.

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